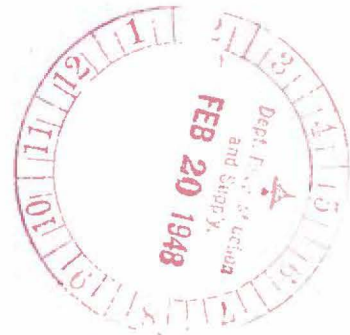


# layout for living



- meshing voluntary and official planning
- further national capital proposals
- realists and dreamers

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# layout for living

no. 12, february 1948



## the cpac branch and the planning board

Why form a Branch of this Association in a community where there is already a planning board? Because effective planning cannot be carried on in a democratic community merely by a small advisory group of men and women given official appointments for their technical competence and public spirit. Fruitful planning—that is, advice acted upon to shape sounder communities—involves the concerted efforts of many more than the appointed members of a board.

There are basic differences between a Planning Board and a Branch of CPAC: a handful (usually property-owners) are appointed to serve on a Board, while the Branch welcomes anyone who has a planning idea to volunteer, or a planning question to ask. A Branch of CPAC can have almost as much exhilarating study and debate on its community as a Board can have, but the two do complementary jobs. A good many Canadians are active both in CPAC and in official planning activities; they tell us that democratic planning requires both able officials and responsible citizens. Pages 2 and 6 of this issue explain why.

Voluntary bodies like the CPAC Branch can focus public recognition and attention upon official planning proposals—without which they are doomed to remain only proposals. The Branch does not broadcast proposals because they're called 'plans' but because they have been examined by interested and informed laymen—and found to be in the public interest.

Philadelphia, for example, has more to show in planning achievement than almost any city in North America. There a citizens' group succeeded in reviving the official planning board in 1942, and has since helped to raise \$340,000 for a popular display of its work. (What is the proportionate figure for a display in your community? In the national capital it runs to \$35,000 or more.) The public interest thus stimulated has resulted not merely in spending; it has resulted in a flow of detailed street-by-street comment to the planning board, resulting in distinct improvements to their official proposals. Philadelphia is experiencing the real meaning of *community* planning. So are Canadian cities (see LAYOUT FOR LIVING No. 10).

Your Council is convinced that much planning achievement in Canada still waits for similar experience. Council therefore urges CPAC Divisions and Members to work for a CPAC Branch in every one of the hundred or more Canadian localities where there is an official planning board now appointed. This is our organizational target for 1948.



## how should planning be done?

Effective planning is not done by outsiders. It isn't a *community* plan unless the entire community has had a hand in it, accepts it, has discussed every aspect of it, and a sufficient body of public opinion has been created to do something about it. In other words, effective planning is an educational project. There are two phases to it: (1) The deciding upon a goal or pattern of community improvement and development—a sort of scheme for the future; (2) a program of action—a schedule for operation—a series of deadlines for delivery—which also has to be accepted and put in motion else the plan is only a dream to be tucked into the files. These two steps cannot be achieved by a few public-spirited citizens working by themselves. They cannot be accomplished by the city fathers or the county board. All the people of the community—business men, manufacturers, public officials, newspaper editors, women's clubs, service organizations, labour unions, the schools, the veterans, even the children—all must have a part.

There are four steps to be followed by either the large or the small communities in the making and executing of a plan. Each of these steps is a phase in adult education. Each may call for guidance and expert counsel but all of them must have the understanding and support of a sufficient part of the community to make them real. The University plays an important part in each of these four steps:

1. The collection and organization of the facts about the community—about its population, its economic, social and educational resources and problems.

2. Consultation with specialists, such as those of the State Planning Board, planning engineers, and other specialists to get their help in clarifying the meaning of the facts collected and to get an understanding of the various alternatives which the community may follow in the drafting of their plans. Every alternative must be carefully examined and appraised from the standpoint of its feasibility, practicality, and the possible contribution it might make to a more abundant living, the safeguarding of the community values, and the enhancing of opportunity.

3. Then comes the drafting of the community plan. Here the planning engineer and the specialist may play an important role, but it must be remembered that he can do very little more than put the plan on paper and on maps. In a very real sense this is not community planning. Each step of the plan must be the subject for public discussion and education. Otherwise it becomes only a theoretical document.

4. The real test of the civic vitality of the community comes in the layout of the program for action—a program which coins the plan into community reality. This means that the community's committee must be in fact a persistent and resourceful adult education agency.

—from "A Program of Community Development through University Extension Services", by R. J. Colbert (University of Wisconsin, Extension Division) in *American Planning and Civic Annual*, 1946-47, pages 178-181.

## community planning and other forms of public gambling

CPAC Members at the National Conference in Montreal asked for a study of the comparative costs in dollars-and-cents of planning and non-planning. We are hoping, when and if such data become available, to have a sharp weapon to put in the hands of community planning champions. But no agency, so far as we can discover, has been able to make a clear-cut arithmetic demonstration to show that sound planning positively saves money.

In the meantime we need some defence from the charge that community planning is based on unproven economic assumptions. This charge can be met in several ways: by replying that dollars-and-cents evidence is not the only relevant kind, and by pointing out that community planning is not the only large-scale undertaking to be made without water-tight financial proof of its soundness. LAYOUT FOR LIVING has steadily stressed the non-financial arguments for community planning; in what follows we glance at one or two of the other large unproven enterprises into which our most hard-boiled public authorities have plunged, without any serious outcry, so far as we know, from the realist camp.

Let us adopt their labels for the moment and see first of all what are the fruits of 'realist' labour. Many of them are amazing in the amount of good they have done for mankind; we can sum those up under the heading 'Products of the Industrial Revolution'. They include countless ways of lightening human physical labour and enriching human existence for masses of people. The 'realists' are never satisfied with the present development of their technology, but go on avidly devising new ways to produce more things for more people with less work and fewer people. With that endeavour we can have no quarrel. (The endeavour has led, for one thing, to the techniques of mass communication, and to the increase of leisure, which make a continent-wide organization like CPAC a feasible instrument.)

But the 'realists' do other things we find less easy to explain. Some of them manage properties which cost the community in protective services (fire-fighting, administration of justice and welfare) up to ten times the sums which the owners of these properties are prepared to contribute in taxes to those protective services. Yet 'realists' staunchly oppose the demolition of such properties and their replacement with more satisfactory developments unless a few property-owners, leeches upon the remainder, are given astronomical amounts of blood-money in compensation.

Even the 'realists' can no longer deny that there is something very wrong with the way we provide ourselves with places in which to live and move and have our being. Yet they seem to think that we can somehow escape from the physical morass that imprisons us without pitting against it more than a trifling share of our collective skill and intelligence. The share in Canada of our scientific skill dedicated to research in house-

building and community planning, for instance, is something less than 1% of the share we give to military research. This proportion surely symbolizes a supremely gloomy kind of romanticism. Yet the Auditor General of Canada might confirm its approximate accuracy for 1947.

It is even more disquieting to reflect that we have never built publicly even a few acres of town for the sake of trying our best hands at town-building. Yet our 'realists' have just built a whole town, almost as a matter of course it would seem, for the sake of trying our best hands at something called atomic energy. (The story of our new town, Deep River, will be outlined in the near future.)

We are not denying the importance of nuclear research. But having so many research eggs into the atomic basket may signify that our governments are mesmerized by what is at best a very un reassuring pursuit—by what H. M. Tomlinson has called the 'charming violence' of nuclear fission. Our 'realists' are neglecting meanwhile the investigation of the physical and social squalor that stares everybody in the face.

These instances of 'realist' thinking could be multiplied endlessly. We cheerfully spend tens of millions of dollars as a nation to develop air transport facilities upon which we expect no cash return whatever. (We refer not to the investments of the air lines, but to those enormously expensive installations of the Department of Transport—weather stations, range beacons, emergency landing strips and all the rest.) The contribution of the tax payers of (say) Toronto to the clearing and building of all these fixtures in the wilderness runs to many million dollars. We do not expect anyone to complain; nor do we. Presumably the air transport facilities of this country bring greater wealth and efficiency to the workers in each of its cities. But that is the very point: it is an *assumption*, which so far as we know no one has ever tried to establish in terms of cash. The fruits of all this investment are accepted as real by all of us on blind faith—'blind' is the word, because most of us have never seen the actual installations, nor have we any conception of their scale, intricacy, or cost.

Now, someone comes along and suggests the expenditure of similar effort on the improvement in efficiency of the cities and towns where we live. But it is objected by the 'realists' that you cannot prove a cash return upon this kind of investment. The proponents of it are therefore dubbed 'sentimentalists' and dreamers by the very people who have unshakeable faith in those other equally ambitious gambles with our national productive efficiency.

Another page in this issue deals with the proposed overhaul of railway facilities around the National Capital. Again, these proposals seem to us to pose the question: who are the 'dreamers'? For these proposals are made unanimously by a committee of very busy men whose Chairman is a successful manufacturer of paper and a public utilities executive. The resolution containing them was moved by an architect, and

## to the municipal official

First, we should define the term "comprehensive community planning". It should be clearly separated from "operational planning". It is the broad general program of community needs as distinguished from the plans and specifications for a sewer system, a street or a city building. It is the determination of the answers to the three questions vital to the citizenry:

- 1) What do we have in our area?
- 2) What do we need for our area?
- 3) How can we get what we need?

These three questions require the joint thinking of public works officials and the regular lay-citizen. The whole concept of planning is, in fact, the analysis of citizen need, on a priority basis, and a program of satisfying that need.

We have stated in this report that planning is a coalition of the thinking of both officials and lay-citizens. I point out again that we must never sell that lay-citizen short and that he is the key member in our program.

I care not what section of the country you represent, you still are advocates of strong local government. I, personally, believe that local government is weak, where it should be strong, because of the apathy—the general lack of interest—of the individual citizen. Give that citizen an opportunity to be a part of the program and you have increased the efficiency of local government many times. I see, in planning, a means of bringing that citizen into local affairs, a means of acquainting him with the problems of all of you public officials, a means of getting him to work aggressively for your fair share of the tax-payer's dollar.

We repeat that local government is "big business" and that Mr. John Q. Public is the principal stockholder. We, as your committee, believe that the best service we can render him, as his employees in administering "his business", is offering him every opportunity to participate in the management. We believe planning offers this participation.

—Report of the Committee on Planning, American Public Works Association, 1947.

seconded by an engineer, both of whom are realistically successful: they stand among the most successful in their professions, and probably among the most highly rewarded 5% of all Canadians. Are these proposals delusions of industrial grandeur? Are their authors aptly called dreamers, sentimentalists? Time will tell.

In point of financing proof, it seems to us there is little to choose between public investment in remote communications and natural resources and public investment in the immediate surroundings serving our human resources. The latter at least have the political advantage that most of the people can see their money being spent on something and can voice their wants as to how it should be spent. (That is an advantage, unless one's taste runs to other-than-democratic politics.) What we keep asking is: how can anyone be so sure who are the 'realists' and who are the 'dreamers'?



## new railway and industrial lands for the national capital

Recommendations were made public December 23 by the Chairman of the National Capital Planning Committee, as to the ultimate rationalization of the steam railway facilities in the national capital area.

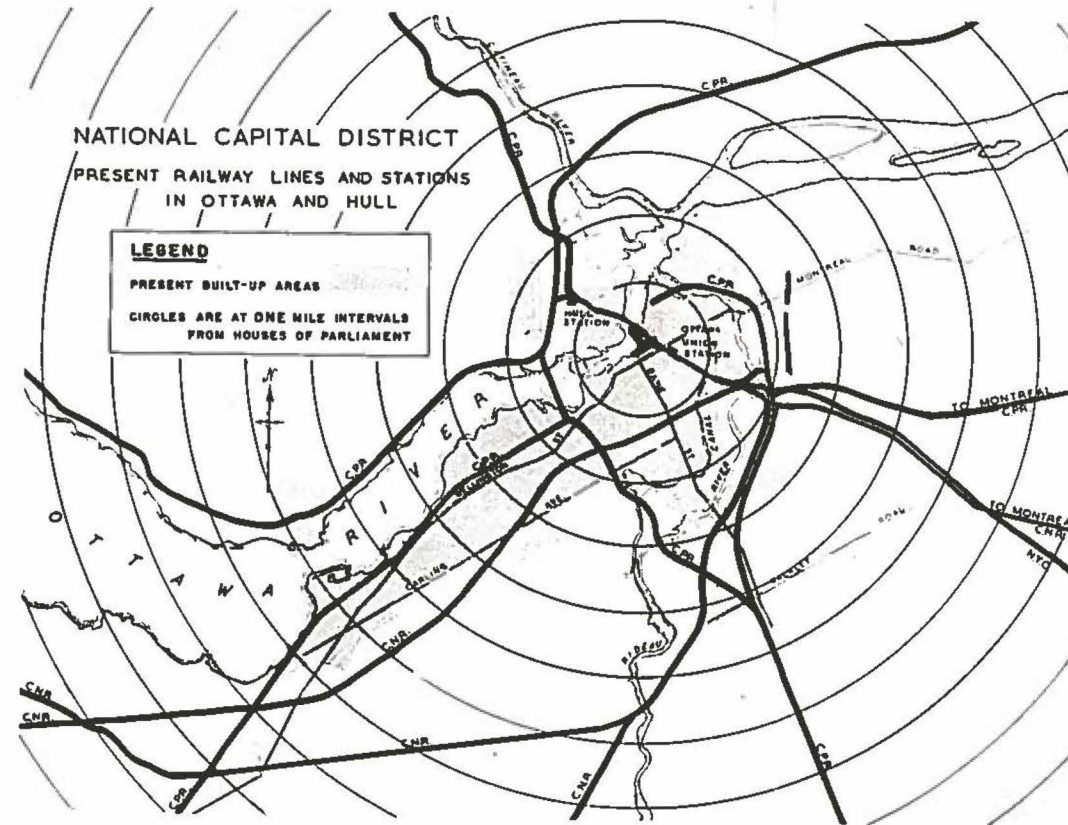
The accompanying maps show what a stranglehold the present trackage has upon Ottawa and the surrounding municipalities. The steps recommended just before Christmas are intended to release great central areas in the capital for the uses befitting an efficient and worthy national capital. The solution offered is as bold as it is simple: that over a period of time all railway tracks should be removed to at least two or three miles from Parliament Hill, and a single great rail-loop around the built-up area of the capital shall replace the present nest of steely boa-constrictors.

Ottawa is not as important a railroad centre as many Canadian cities of like size. Its major heavy industry (wood products) depends more and more upon distant sources of material. The present trackage has been maintained, in spite of the consequent inconvenience to the majority of the inhabitants, (see LAYOUT FOR LIVING No. 6, p. 1) perhaps chiefly because the current volume of freight traffic did not justify a major overhaul of the facilities. Railwaymen themselves are the first critics of the efficiency of the existing narrow bridges, level crossings, remote round-houses and yards.

Resistance to—or rather, inertia against—major changes did lie however in the numerous smaller warehousing and transfer enterprises strung along the dozens of miles of trackage within and around the capital. Most groups studying the present layout of the national capital have come to the conclusion that a solution to the railway problem must precede major operations of positive planning for other facilities. The National Capital Planning Committee says it is now at the stage where acceptance of its railway solution—by railway companies, industries and local governments—must be granted before further proposals can be considered and acted upon.

The National Capital Planning Committee has therefore dealt in one set of proposals with the re-disposition of railway rights-of-way and the designation of freight unloading, warehousing and car yardage areas. The Government of Canada has at the Committee's recommendation expropriated almost 6,600 acres in six strategic locations—strategic in terms of the intended final arrangement of trackage. One of these areas will include the proposed union passenger terminal for the capital. A second area is for the unloading of freight arriving in less than carload lots. The term of use of the other new industrial areas (whether by private purchase, lease or otherwise) have not been announced.

New industries coming to the capital, and those already established alongside tracks slated for removal, will be given every encouragement to set up shop in

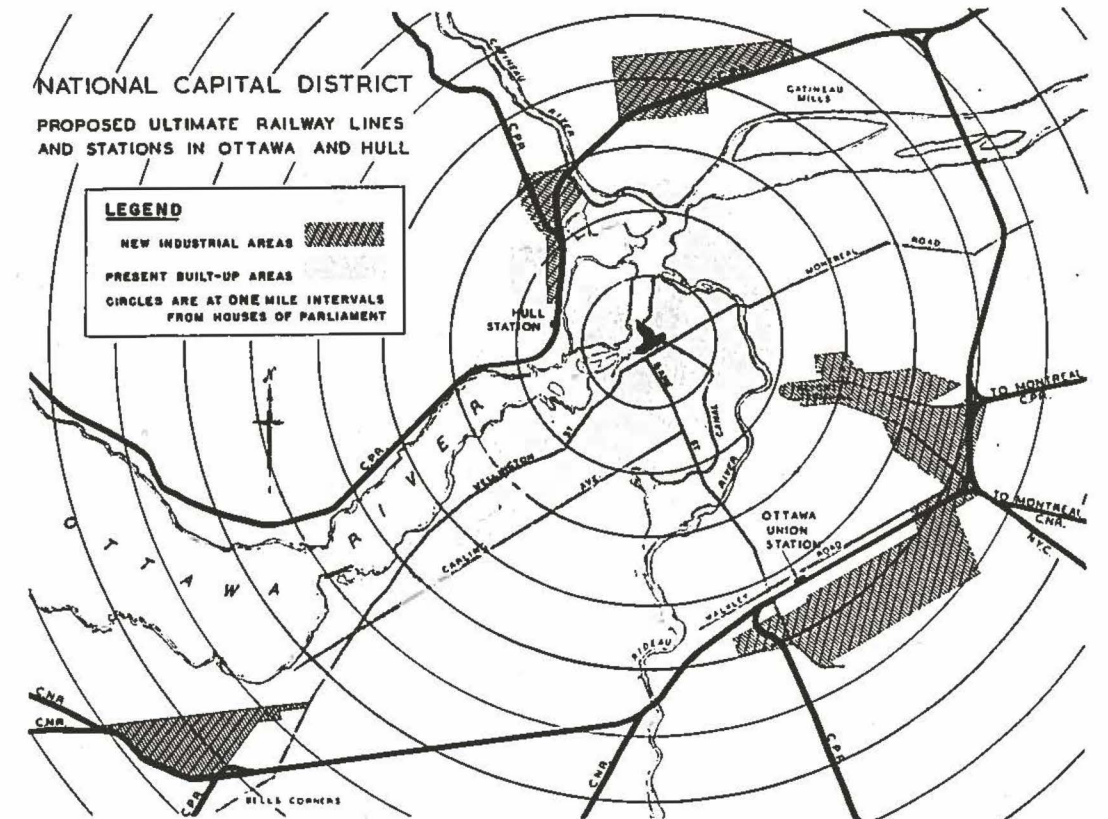


THE CONDITION PREVAILING

the six new industrial areas. The suburban municipal governments in each area are asked by the National Capital Planning Committee to pass the necessary zoning by-laws and to instal the streets and services as rapidly as the new industrial areas may require them. The suburban municipalities' sources of revenue to pay for services to these new sites are not explained; at the moment the new industrial sites are Crown Land, tax free. The central City of Ottawa has not been told what source of revenue will replace taxes from established industries now designated for removal to the suburbs. The hesitancy of local governments to promise services is quite understandable.

It is stressed that these railway proposals are only preliminary to the main planning operations—that all this re-location of trackage and attendant facilities is meant to 'clear the slate' within the proposed rail-loop for more efficient and worthy development of other kinds. To a great degree then, the proposals we are now shown can be assessed only by reference to proposals we have not yet been shown.

Some assumptions suggest themselves behind even these preparatory schemes. The removal of the main passenger terminal over four miles inland from its present site close to the Ottawa River—and about two miles beyond the present built-up limits of the capital—seems to presage phenomenal growth of the capital city to the southward (or phenomenal pros-



THE SCHEME ADOPTED

perity for the taxi interests). In the people's name have been purchased, for industrial uses, areas totalling ten times the whole present industrial acreage of Vancouver (where industry has expanded since 1926 at three times Ottawa's rate). These 6,596 acres (10 square miles) make a slightly larger area than the present City of Ottawa: they are exactly three times the industrial area estimated to be required in 1995 by the City of Manchester, England. This may be called either foresight or folly. Statistics now could have indicated which. The statistical evidence for these heroic assumptions has not yet been produced. That is not to say that such evidence does not exist. But municipal pledges to service hoped-for industries are always risky. Assurance that the available industrial land is not grossly excessive would reduce the risks, and thus speed the pledges sought.

No one is more genuine than we are in the hope that the score of governments in the national capital area will soon reach a basis for harmonious co-operation in the development of a federal district. It is exactly because we look for that co-operation that we are concerned to see more sharing of knowledge—demographic, economic and technical—and of vision: upon such sharing will lasting harmony be founded. That is why we ask for detailed documentation beneath (and an over-riding conception above) the various proposals made from time to time for our national capital district.

—A.H.A.

LAYOUT FOR LIVING is published by the Community Planning Association of Canada to promote interest in the planning of our communities. Material herein may be reprinted for similar purposes, if the original source is acknowledged.

## urbanisme et humanisme

Il faut bien comprendre qu'on ne doit pas 'faire' un plan d'aménagement, c'est lui qui doit 'se faire lui-même'. Loin de concevoir un grand décor qu'il verra se démolir au fur et à mesure de sa confrontation avec les faits, l'urbaniste doit partir des rares mutations et procéder par touches successives. Ce sont les demandes des groupements sociaux fédérés qui lui permettront de construire lentement sa synthèse... Le véritable urbaniste est au fond le médium qui 'dilata en lui l'âme sociale'. Le nouvel urbanisme, comme le nouvel humanisme, doit retrouver le réel être incarné. Il doit prendre corps, s'insérer dans des corps, être corporatif et corporel, charnel, dirait Péguy. Cet urbanisme affirmant la personne épouse la vie. Il doit être biologique, apte à toutes les mutations caractéristiques de la vie, comme de l'esprit. Urbanisme ou Humanisme!

Gaston Bardet:

*L'Urbanisme,*

(Presses universitaires de France, 1947)



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## other publications received

Donnelly, Desmond, ed.

The greater London plans in action; Report of a conference of representatives of county councils and local authorities in the greater London areas convened by the Town and Country Planning Association, held in April 1947. London, the Association, 1947. (5 shillings) 106 p. maps.

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Om Udarbejdelse af Dispositionsplaner. Copenhagen, 1945.



## the middlesbrough example\*

Coöperation between planners and those for whom they plan is more than just a pious hope. The example of Middlesbrough in Britain shows what can be done. The Consultant, Mr. Max Lock, has already told us something (in LAYOUT FOR LIVING No. 8) of how to enlist the community in planning for themselves. Middlesbrough appeals to us because its problems are so like those of many Canadian cities. It was founded in the nineteenth century, and so has no more historical landmarks and traditions than many of our towns. Its present population is about 130,000—i.e. smaller than half a dozen of our cities, including Hamilton, Quebec and Ottawa. The survey was decided upon in 1943, and completed between March and December 1945 at a cost of under two shillings per person. Out of the survey came in 1946 a factbook with planning proposals for Middlesbrough, the whole running to almost 500 pages. It is packed with information about the town, without which the plans could not be understood. *The Middlesbrough Survey and Plan* is clearly based on solid respect for the facts of local life and local wants. It could be paralleled by many Canadian communities, once they determined to do a whole job of taking their own measure and becoming their own masters.

The social survey of Middlesbrough was directed by Mrs. Ruth Glass, leading authority on British urban society. In the words of the Director: "If the plan is to be realistic, sociologists and planners must of necessity work in double harness. In this way the masterplan emerges naturally out of the survey and the physical environment is planned as the framework for social and personal activities."

To be sure of looking after group and individual activities, the sociologists and planners sought the most complete possible pooling of facts regarding them. They had the full coöperation of local and regional officials, the Chamber of Commerce, clergy, teachers, women's clubs and many other groups. "Thirty-five schoolboys of Acklam Hall Secondary School have carried out a traffic census in the town. A dozen more have undertaken an atmospheric pollution survey. Thirty geography pupils have prepared maps showing where the children live in relation to each of the thirty elementary schools in the town, while the schoolgirls of Kirby Secondary School have made similar 'spot location' maps plotting where each shop is sited, and where the births and deaths in the town occur, as well as showing where the members of adult clubs live in relation to their place of meeting. In this way Middlesbrough's young citizens have helped in the rehabilitation of their town."

Whether your town is satisfied with its planning progress, or is uncertain how to approach the complex task of its own diagnosis and development, we suggest you look at *The Middlesbrough Survey and Plan*.

\* Lock, Max and associates

The county borough of Middlesbrough survey and plan. Middlesbrough (Yorks.), the Corporation, (1946).